NPT/CONF.2015/PC.III/WP.34

Preparatory Committee for the 2015 Review Conference of the Parties to the Treaty on the Non-Proliferation of Nuclear Weapons

25 April 2014

Original: English

Third session
New York, 28 April-9 May 2014

Efforts to strengthen nuclear security

Working paper submitted by the European Union

1. Nuclear safety and security have always been absolute priorities for the European Union and its member States. Historically, the European Union member States have identified these topics as the cornerstone of all the work programmes of the European Atomic Energy Community (EURATOM) since its establishment in 1958. The recent nuclear accident at Fukushima, Japan, in 2011 has brought nuclear energy into the public spotlight and has brought a worldwide renewed focus in the areas of nuclear safety, nuclear security and emergency preparedness.

2. The present working paper describes recent European Union achievements and priorities in the security field, in particular the main developments which have occurred since 2010.

3. The European Union Common Foreign and Security Policy, the European Security Strategy (2003), the European Union Strategy against Proliferation of Weapons of Mass Destruction, the European Union Counter-Terrorism Strategy (2005) and the New Lines for Action by the European Union in Combating the Proliferation of Weapons of Mass Destruction and their Delivery Systems, endorsed in 2008, together reinforce the European Union encouragement of robust nuclear security. In line with Security Council resolution 1540 (2004) and the European Union Strategy against Proliferation of Weapons of Mass Destruction, the European Union requires the insertion of non-proliferation clauses into all its agreements with third countries. The accession of EURATOM to the amended Convention on the Physical Protection of Nuclear Material was approved by the Council of the European Union in 2007, and ratification is expected to be completed soon by all member States and EURATOM.

4. The European Union encourages an international focus on nuclear security, including by its member States, through better cooperation with the International Atomic Energy Agency (IAEA), and continues its support for the programmes of the Global Partnership Against the spread of Weapons and Materials of Mass Destruction, as well as for the implementation of Security Council resolution 1540 (2004). The European Union contributes actively to the Global Initiative to Combat Nuclear Terrorism, including the working groups of the Implementation and

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Assessment Group. The European Union is one of the biggest contributors to the IAEA Nuclear Security Fund, with more than €40 million provided since 2004, in addition to voluntary contributions made individually by some of its member States. The latest Council Decision on the Union's support for activities of IAEA in the areas of nuclear security and verification, of 21 October 2013, provides €8.05 million to support nuclear security measures in third countries. Cooperation in the field of nuclear security has also been enhanced with our major partners.

5. Through EURATOM, the European Union also operates an effective regional nuclear safeguards system, implementing inspections, reporting and providing technical and scientific support to its member States in close partnership with IAEA. This resulted in the reaching of the "broader conclusion" of credible assurance of the absence of undeclared nuclear material and activities, and in the achievement of integrated safeguards, in all European Union non-nuclear-weapon States.

6. The EURATOM Treaty can be used as a model of excellence by other regions worldwide interested in applying the concept of "neighbours checking neighbours". At the same time, the European Union implements a system of assurance of supply through its EURATOM Supply Agency. This model is consistent with the recent development of the "multilateral nuclear approach" concept.

7. In that framework, European Union efforts were undertaken, inter alia, in the following areas:

(a) Support for States of the Commonwealth of Independent States, South-East Asia, the Mediterranean Basin, Central Asia and Central Africa in the fields of border monitoring, nuclear forensics and anti-nuclear and radioactive trafficking action (including through the deployment of detection equipment), especially through the Technical Assistance to the Commonwealth of Independent States and Georgia and Instrument for Stability programmes, and the organization of training, tabletop exercises and online platforms for training for the States mentioned above, especially through the Joint Research Centre and European Union CBRN (chemical, biological, radiological and nuclear) Centres of Excellence;

(b) The development of European Union CBRN Centres of Excellence that currently regroup 44 partner States through the Instrument for Stability. They help the beneficiary States to implement coordinated regional strategies for the mitigation of and preparedness against CBRN-related risks. A total of €156 million is allocated to these Centres for the period 2014-2020.

8. In the area of combating illicit trafficking of nuclear and radiological materials, significant progress has been made in recent years, both through the implementation of a European Union internal action plan on chemical, biological, radiological and nuclear security[1] and through outreach activities of the European Union under the Instrument for Pre-Accession Assistance, the Instrument for Nuclear Safety Cooperation and the Instrument for Stability, with the latter delivering the recently created CBRN Centres of Excellence.[2]

[1] Communication from the Commission to the European Parliament and the Council on Strengthening Chemical, Biological, Radiological and Nuclear Security in the European Union — an EU CBRN Action Plan (COM(2009) 273 final (24.6.2009)).

[2] See http://www.cbrn-coe.eu/.

9. These approaches are in line with the recent conclusions of the IAEA "International Conference on Nuclear Security: Enhancing Global Efforts", held in Vienna from 1 to 5 July 2013, and the Nuclear Security Summit process.

10. The European Union and its member States have developed particular expertise in the forensic analysis of nuclear and radioactive materials, and have implemented training programmes for first front-line responders and national experts in the detection and identification of nuclear materials. Special mention should be made of the Nuclear Forensics International Technical Working Group.

11. The export control of dual-use items is indirectly related to nuclear security, in the sense that it contributes to the non-proliferation of nuclear weapons and their means of delivery. The European Union has continued to develop its common regulatory framework, in the form of its European Union Dual-Use Regulation,[3] and to enhance its implementation.

12. Following the Fukushima nuclear accident in 2011, the European Council underlined the need to draw fully on the lessons to be learned, in particular with regard to on-site emergency preparedness and response.[4] European Union member States therefore undertook a comprehensive reassessment programme ("stress tests") of all nuclear power reactors to ensure that they are not at risk of similar extreme events. The assessments were carried out between 2011 and 2012 in the member States that operate nuclear power plants and also, on a voluntary basis, in European Union neighbouring countries operating, owning or planning to build nuclear power plants. The output from these stress tests yielded important lessons in the prevention and management of these types of severe accidents, and all European Union member States developed and committed to delivering an action plan to implement measures to address the findings of the stress tests. Additionally, the European Union nuclear safety Directive of 2009[5] is currently being discussed by the Council of the European Union to consider possible amendments to strengthen the Directive, in particular with respect to the independence of national regulators; nuclear safety objectives; topical peer reviews; transparency; and the provisions for on-site emergency preparedness and response.

13. Synergies between safety and security are possible, in particular in the area of emergency preparedness and risk mitigation, although both fields follow largely different purposes: while safety is founded on the principle of transparency, security is a fully sovereign competence of States based on confidentiality. For future installations, it will be important to address safety and security concerns from the start, at the conception and design phase, to provide robust response to both types of threats.

14. In the area of emergency preparedness, the European Union continues to rely upon its information exchange and reporting mechanisms: the European Community Urgent Radiological Information Exchange and the European Radiological Data Exchange Platform. The data standards developed for the European Radiological

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[3] Council Regulation (EC) No 428/2009 of 5 May 2009 setting up a Community regime for the control of exports, transfer, brokering and transit of dual-use items (OJ L 2009:134/1).

[4] Conclusions of the European Council, 24/25 March 2011 (EUCO 10/1/11 REV 1), see http://www.consilium.europa.eu/uedocs/cms_data/docs/pressdata/en/ec/120296.pdf.

[5] Council Directive 2009/71/EURATOM of 25 June 2009 establishing a Community framework for the nuclear safety of nuclear installations (OJ L 2009:172/18).

Data Exchange Platform have been taken over by IAEA to serve as worldwide reporting mechanisms.

15. The Union Civil Protection Mechanism[6] continues to facilitate the expression of practical European solidarity towards countries affected by a disaster which is overwhelming their response capacity, including radiological and nuclear incidents. Reinforced in December 2013, the Mechanism now involves the Emergency Response Coordination Centre and the European Emergency Response Capacity, which can effectively contribute to supporting increased preparedness at the European level as regards the consequence management of radiological incidents or nuclear accidents. It will be important that these mechanisms are strongly aligned with those of IAEA to ensure no duplication of resources.

16. Recognizing this progress, the European Union continues to encourage the further enhancement of nuclear security and to strengthen its commitment in this field.

[6] Decision No 1313/2013/EU of the European Parliament and of the Council of 17 December 2013 on a Union Civil Protection Mechanism (OJ L 347, 20.12.2013, p. 924).